

Message Text

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ACTION EUR-25

INFO OCT-01 ISO-00 CIAE-00 DODE-00 PM-07 H-03 INR-10 L-03

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FM AMEMBASSY BONN

TO SECSTATE WASHDC 8746

INFO AMEMBASSY PARIS

AMEMBASSY LONDON

AMEMBASSY MOSCOW

USMISSION BERLIN

USMISSION NATO BRUSSELS

C O N F I D E N T I A L BONN 16592

E.O. 11652: GDS

TAGS: PGOV, PBOR, ETRN, WB, UR

SUBJECT: LUFTHANSA ENTRY INTO BCZ AND SOVIET BASC
INITIATIVE

REF: (A) STATE 218946; (B) BONN 14519

SUMMARY: FRENCH AND BRITISH BONN GROUP REPS HAVE BOTH
STATED STRONG PREFERENCE FOR INITIAL CONTACT WITH
SOVIETS ON LUFTHANSA ENTRY INTO BCZ TO BE MADE AT POLAD
LEVEL, AND HAVE EXPRESSED SERIOUS RESERVATIONS ABOUT
GETTING LUFTHANSA BCZ TALKS STARTED IN CONNECTION WITH
ALLIED RESPONSE IN BASC TO SOVIET SEPTEMBER 4 APPROACH.
ALLIED REPS CONSEQUENTLY AGREED TO RECOMMEND TO AUTHOR-
ITIES BRIEF CONFIRMATORY MEETING WITH SOVIET COUNTERPART
AT POLAD LEVEL WITH RESPONSE TO BASC APPROACH BEING
HELD UNTIL LUFTHANSA MATTER RESOLVED. END SUMMARY

1. AT NOVEMBER 14 BONN GROUP MEETING FRENCH REP
(BELLESCIZE), WHO IS ALSO FRENCH CAA, AND UK REP
(CROMARTIE) BOTH ARGUED STRONGLY AGAINST ATTEMPTING TO
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OPEN TALKS WITH SOVIETS ON LUFTHANSA ENTRY INTO BCZ

IN CONNECTION WITH ALLIED RESPONSE TO SOVIET INITIATIVE SEPTEMBER 4 IN BASC. REPS SAID THAT THIS WOULD PUT ALLIES IN POSITION OF APPEARING TO BE READY TO BARGAIN WITH SOVIETS ON AN ITEM WHICH HAS ALREADY BEEN AGREED IN PRINCIPLE BY GROMYKO. FURTHER, THEY SAID, ALLIED DESIRES IN AIR FIELD (I.E., GETTING LUFTHANSA INTO BCZ AND THE SCHOENEFELD-BARTCC LINK) INVOLVE IMPORTANT MATTERS OF PRINCIPLE WHILE ITEMS SOVIETS RAISED FOR DISCUSSION ARE NOT CONSEQUENTIAL, WITH POSSIBLE EXCEPTION OF CONTROL OF LOCAL FLIGHTS ON WHICH ALLIES WERE IN ANY CASE NOT PREPARED TO GIVE. BOTH REPS ALSO SAID THEY CONSIDERED POLAD-LEVEL ROLE INDISPENSABLE, AND THAT UNSUCCESSFUL APPROACH AT LOWER LEVEL, WHICH WOULD THEN REQUIRE ELEVATION TO POLADS, COULD ONLY HAVE NEGATIVE IMPACT FOR ALLIED POSITION.

2. US REP ARGUED THAT, INDEED, SINCE GROMYKO HAS AGREED IN PRINCIPLE TO LUFTHANSA FLIGHTS ONLY THE TECHNICAL DETAILS REQUIRED DISCUSSION AND SOLUTION, WHICH MEANS THAT HEAVY POLAD DIRECT INVOLVEMENT UNNECESSARY. FURTHER, HE SAID, IT WOULD NOT REPEAT NOT BE REASONABLE TO EXPECT THAT, SINCE THE LUFTHANSA/BCZ MATTER AND THE SOVIET PROPOSALS MADE IN BASC WOULD BE DISCUSSED BY THE SAME PERSONS, THE TWO SETS OF PROBLEMS COULD BE KEPT SEPARATE.

3. AFTER EXTENSIVE DISCUSSION, IN RECOGNITION OF THE TIME PRESSURE MENTIONED PARA 1 REFTTEL A, US REP SUGGESTED SOLUTION AS OUTLINED PARA 2 REFTTEL A, I.E., THAT CONFIRMATION WITH SOVIETS OF THEIR AGREEMENT IN PRINCIPLE TO LUFTHANSA ENTRY INTO THE BCZ BE SOUGHT IN ONE BRIEF ENCOUNTER AT POLAD LEVEL. ASSUMING A POSITIVE RESPONSE, TECHNICAL TALKS WOULD FOLLOW GENERALLY AS SET OUT IN BONN GROUP PAPER. REGARDING SOVIET BASC INITIATIVE, FRENCH REP RECOMMENDED THAT ALLIES MAKE NO RESPONSE UNTIL AFTER LUFTHANSA MATTER TAKEN CARE OF. ALLIED REPS AGREED TO RECOMMEND BOTH PROPOSALS TO THEIR AUTHORITIES, WITH THE INTENTION THAT APPROACH TO SOVIETS BE MADE AT VERY EARLY DATE.

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4. DESIRED ACTION AND COMMENT: RECOMMEND DEPARTMENT APPROVE COURSE OF ACTION AS OUTLINED PARA 3 ABOVE. WE THINK THERE IS MERIT IN FRENCH AND BRITISH ARGUMENT NOTED ABOVE THAT COMBINING TWO SETS OF PROBLEMS COULD GIVE RISE TO BARGAINING ON ITEM ALREADY AGREED BY SOVIETS IN PRINCIPLE. WE STILL TEND TO BELIEVE, HOWEVER, THAT IT IS NOT REASONABLE TO EXPECT THAT SOVIETS WILL BE CONTENT TO TALK IN BASC ABOUT THE LUFTHANSA/BCZ MATTER

WHILE THEIR OWN INITIATIVE IN THE BASIC REMAINS OUTSTANDING.
HILLENBRAND

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